Dear Senators VICK, Heider, Stennett, and Representatives GIBBS, Lickley, Rubel:

The Legislative Services Office, Research and Legislation, has received the enclosed rules of the Idaho Department of Lands:

IDAPA 20.03.17 - Rules Governing Leases on State-Owned Navigable Waterways (ZBR Chapter Rewrite, Fee Rule) - Proposed Rule (Docket No. 20-0317-2201).

Pursuant to Section 67-454, Idaho Code, a meeting on the enclosed rules may be called by the cochairmen or by two (2) or more members of the subcommittee giving oral or written notice to Research and Legislation no later than fourteen (14) days after receipt of the rules' analysis from Legislative Services. The final date to call a meeting on the enclosed rules is no later than 10/21/2022. If a meeting is called, the subcommittee must hold the meeting within forty-two (42) days of receipt of the rules' analysis from Legislative Services. The final date to hold a meeting on the enclosed rules is 11/18/2022.

The germane joint subcommittee may request a statement of economic impact with respect to a proposed rule by notifying Research and Legislation. There is no time limit on requesting this statement, and it may be requested whether or not a meeting on the proposed rule is called or after a meeting has been held.

To notify Research and Legislation, call 334-4854, or send a written request to the address on the memorandum attached below



Legislative Services Office Idaho State Legislature

Serving Idaho's Citizen Legislature

MEMORANDUM

TO: Rules Review Subcommittee of the Senate Resources & Environment Committee and the

House Resources & Conservation Committee

FROM: Deputy Division Manager - Katharine Gerrity

DATE: October 04, 2022

SUBJECT: Idaho Department of Lands

IDAPA 20.03.17 - Rules Governing Leases on State-Owned Navigable Waterways (ZBR Chapter Rewrite, Fee Rule) - Proposed Rule (Docket No. 20-0317-2201)

Summary and Stated Reasons for the Rule

The Idaho Department of Lands submits notice of proposed rule at IDAPA 20.03.17 - Rules Governing Leases on State-Owned Navigable Waterways. This is a fee rule. According to the department, the rulemaking is made in compliance with Executive Order 2020-01: Zero-Based Regulation. The department states that the rulemaking reduces the total word county by 17% and the number of restrictive words by 23%. The department notes that the application and assignment fees have been increased to cover the costs of reviewing applications. According to the department, application fees are increased from \$150 (in effect since 2008) to \$425 and assignment fees are increased from \$150 to \$200. The department states that late payment policy is updated, and payment extensions re eliminated. The department indicates that appraisals, if needed, will now be paid for by the applicant and will not be performed by qualified department staff.

Negotiated Rulemaking / Fiscal Impact

Negotiated rulemaking was conducted and there is no fiscal impact.

Statutory Authority

The rulemaking appears to be authorized pursuant to Sections 58-104, 58-105, and 58-127, Idaho Code.

cc: Idaho Department of Lands Amy Johnson

*** PLEASE NOTE ***

Per the Idaho Constitution, all administrative rules may be reviewed by the Legislature during the next legislative session. The Legislature has 3 options with this rulemaking docket: 1) Approve the docket in its entirety; 2) Reject the docket in its entirety; or 3) Reject the docket in part.

Paul Headlee, Deputy Director Kristin Ford, Manager Legislative Services Office

Keith Bybee, Manager April Renfro, Manager Research & Legislation Budget & Policy Analysis

Legislative Audits

Glenn Harris, Manager **Information Technology**

Statehouse, P.O. Box 83720 Boise, Idaho 83720-0054

Tel: 208-334-2475 legislature.idaho.gov

IDAPA 20 – IDAHO DEPARTMENT OF LANDS

20.03.17 – RULES GOVERNING LEASES ON STATE-OWNED NAVIGABLE WATERWAYS DOCKET NO. 20-0317-2201 (ZBR CHAPTER REWRITE, FEE RULE) NOTICE OF RULEMAKING – PROPOSED RULE

AUTHORITY: In compliance with Section 67-5221(1), Idaho Code, notice is hereby given that this agency has initiated proposed rulemaking procedures. The action is authorized pursuant to Sections 58-104(6) and 58-105, Idaho Code.

PUBLIC HEARING SCHEDULE: Public hearing(s) concerning this rulemaking will be scheduled if requested in writing by twenty-five (25) persons, a political subdivision, or an agency, not later than September 21, 2022.

The hearing site(s) will be accessible to persons with disabilities. Requests for accommodation must be made not later than five (5) days prior to the hearing, to the agency address below.

DESCRIPTIVE SUMMARY: The following is a nontechnical explanation of the substance and purpose of the proposed rulemaking:

The Idaho Department of Lands initiated this rulemaking in compliance with Executive Order 2020-01: Zero-Based Regulation. This rule chapter is scheduled for a comprehensive review in 2022 with the goal of simplifying and streamlining the rules for increased clarity and ease of use.

The overall regulatory burden has been reduced by decreasing both total word count (-17%) and the number of restrictive words (-23%) in the proposed rule. Application and assignment fees have been increased to cover the costs of reviewing applications. Late payment policy is updated, and payment extensions are eliminated. Appraisals, if needed, will now be paid for by the applicant and will not be performed by qualified Department staff.

FEE SUMMARY: The following is a specific description of the fee or charge imposed or increased:

The \$150 application fee in place since 2008 is increased to \$425. This fee is being imposed pursuant to Sections 58-104, 58-127 and 58-603, Idaho Code. The \$150 assignment fee is increased to \$200. This fee is being imposed pursuant to Sections 58-104 and 58-127, Idaho Code.

FISCAL IMPACT: The following is a specific description, if applicable, of any negative fiscal impact on the state general fund greater than ten thousand dollars (\$10,000) during the fiscal year resulting from this rulemaking: N/A

NEGOTIATED RULEMAKING: Pursuant to Section 67-5220(1), Idaho Code, negotiated rulemaking was conducted. The Notice of Intent to Promulgate Rules - Negotiated Rulemaking was published in the April 6, 2022, Idaho Administrative Bulletin, Vol. 22-4, pages 39–40.

INCORPORATION BY REFERENCE: Pursuant to Section 67-5229(2)(a), Idaho Code, the following is a brief synopsis of why the materials cited are being incorporated by reference into this rule: N/A

ASSISTANCE ON TECHNICAL QUESTIONS, SUBMISSION OF WRITTEN COMMENTS: For assistance on technical questions concerning the proposed rule, contact Eric Wilson at (208) 334-0261 or ewilson@idl.idaho.gov.

Anyone may submit written comments regarding this proposed rulemaking. All written comments must be directed to the undersigned and must be delivered on or before September 28, 2022.

Docket No. 20-0317-2201 Proposed (Fee) Rulemaking

DATED this 7th day of September, 2022.

Eric Wilson, Resource Protection and Assistance Bureau Chief Idaho Department of Lands 300 N. 6th Street, Suite 103 Boise, Idaho 83720-0050 P.O. Box 83720

Phone: (208) 334-0261 Fax: (208) 334-3698 rulemaking@idl.idaho.gov

THE FOLLOWING IS THE PROPOSED TEXT OF FEE DOCKET NO. 20-0317-2201 (Zero Based Regulation (ZBR) Chapter Rewrite)

20.03.17 - RULES GOVERNING LEASES ON STATE-OWNED NAVIGABLE WATERWAYS

000. LEGAL AUTHORITY.

This Chapter is adopted under the legal authorities of Title 58, Chapter 1, Idaho Code, Sections 58-104(6), 58-104(9), and 58-105; Title 58, Chapter 3, Idaho Code, Sections 58-304 through 58-312; Title 58, Chapter 6, Idaho Code; Title 58, Chapter 12; and Title 67, Chapter 52, Idaho Code.

001. SCOPE.

- **O1.** Scope. These rules govern the issuance of leases on state-owned navigable waterways. While the State asserts the right to issue leases for all encroachments, navigational or non-navigational, upon, in or above the beds or waters of navigable lakes and rivers, nothing in these rules may be construed to vest in the state of Idaho any property, right or claim of such right to any private lands lying above the natural or ordinary high water mark of any navigable lake or river.
- **Rules Applicable To All Existing And Proposed Uses And Encroachments.** These rules apply to all existing and proposed uses and encroachments, whether or not authorized by permit under the Lake Protection Act, Title 58, Chapter 13, Idaho Code, or the Stream Channel Protection Act, Title 42, Chapter 38, Idaho Code. These rules provide that a lease may be required in addition to existing permits. See Section 020 of these rules for information about exceptions to lease requirements.

002. -- 009. (RESERVED)

010. **DEFINITIONS.**

- **01. Board**. The Idaho State Board of Land Commissioners or its designee.
- **02.** Commercial Marina. A commercial navigational encroachment whose primary purpose is to provide moorage for rental or for free to the general public.
- **03.** Commercial Navigational Encroachment. A navigational encroachment used for commercial purposes.
 - **04.** Community Dock. A structure that provides private moorage for more than two (2) adjacent

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littoral owners, or other littoral owners possessing a littoral common area with littoral rights including, but not limited to, homeowners' associations. No public access is required for a community dock.

- **05. Department.** The Idaho Department of Lands or its designee.
- **06. Director**. The director of the Idaho Department of Lands or his designee.
- **07. Dock Surface Area**. Includes docks, slips, piers, and ramps and is calculated in square feet. Dock surface area does not include pilings, submerged anchors, or undecked breakwaters.
- **08.** Encroachments in Aid of Navigation. Includes docks, piers, jet ski and boat lifts, buoys, pilings, breakwaters, boat ramps, channels or basins, and other facilities used to support water craft and moorage on, in, or above the beds or waters of a navigable lake, river or stream. The term "encroachments in aid of navigation" is used interchangeably with "navigational encroachments."
- **O9. Encroachments Not in Aid of Navigation**. Includes all other encroachments on, in, or above the beds or waters of a navigable lake, river or stream, including landfills, bridges, utility and power lines, or other structures not constructed primarily for use in aid of navigation. It also includes float homes and floating toys. The term "encroachments not in aid of navigation" is used interchangeably with "non-navigational encroachments."
- 10. Market Value. The most probable price at a specified date, in cash, or on terms reasonably equivalent to cash, for which the property should bring in a competitive and open market under all conditions requisite to a fair sale, the buyer and seller each acting prudently and knowledgeably, and assuming the price is not affected by undue stimulus.
- 11. Natural or Ordinary High Water Mark. The line that the water impresses upon the soil by covering it for a sufficient period of time to deprive the soil of its vegetation and destroy its value for agricultural purposes. If, however, the soil, configuration of the surface, or vegetation has been altered by man's activity, the ordinary high water mark is located where it would have been if the alteration had not occurred.
- 12. Person. An individual, corporation, partnership, limited liability company, association, trust, unincorporated organization or other legal entity qualified to do business in the state of Idaho and any federal, state, tribal, or municipal unit of government.
- 13. Riparian or Littoral Rights. The rights of owners or lessees of land adjacent to navigable lakes, rivers or streams to maintain their adjacency to the lake, river, or stream and to make use of their rights as riparian or littoral owners or lessees in building or using aids to navigation but does not include any right to make any consumptive use of the waters.
- **14. Single-Family Dock**. A structure providing noncommercial moorage that serves one (1) waterfront owner whose waterfront footage is no less than twenty-five (25) feet.
- 15. State-Owned Navigable Waterways and Navigable Waterways. As used in these rules, the beds of all navigable waterways up to the natural or ordinary high water mark as of the date Idaho was admitted into statehood. This includes any such bed that was formerly submerged and subsequently filled and is now uplands because of human activity (e.g., dikes, berms, jetties) or by natural processes, and includes islands within navigable waterways resulting from human activity or by natural processes.
- **16. Submerged Lands**. The state-owned beds of navigable lakes, rivers, and streams below the natural or ordinary high water marks.
- 17. Temporary Permit. A revocable instrument authorizing a specific use on navigable waterways usually issued for five (5) years or less, but that may be issued for up to ten (10) years.
- 18. Two-Family Dock. A structure providing noncommercial moorage that serves two (2) adjacent waterfront owners having a combined waterfront footage of no less than fifty (50) feet. Usually the structure is

	RTMENT OF LANDS ning Leases On State-Owned Navigable Waterways	Docket No. 20-0317-2201 Proposed (Fee) Rulemaking
located on the	common littoral property line.	()
19.	Uplands. The land bordering on navigable waterways.	()
011 019.	(RESERVED)	
Leases are requ	AICABILITY. uired for all encroachments defined in subsections 010.08 and 01 and under the beds of navigable waterways except:	0.09 that are above, across, over, in,
01.	Single -Family Docks. Single-family docks constructed:	()
a. area, and for w	On or before July 1, 1993, that occupy less than eleven hundre hich all required permits and approvals have been obtained.	d (1,100) square feet of dock surface
b. for which all re	After July 1, 1993, that occupy less than seven hundred (700) equired permits and approvals have been obtained.	square feet of dock surface area, and
02. dock surface ar	Two-Family Docks . Two-family docks that occupy less than erea, and for which all required permits and approvals have been of	
03. any municipali	Noncommercial Encroachments Free to the Public. Noncomplete, county, state, or federal agency for which the complete use is of	
	Temporary Permits or Easements. Uses or encroachments mits or easements, such as roads, railroads, overhead utility line easements can be found in IDAPA 20.03.09, "Easements on State	es, submerged cables, and pipelines.
021 024.	(RESERVED)	
025. POLI	CY.	
other public us	Policy of the State of Idaho . It is the policy of the state of Idah the beds of navigable waterways so as to provide for their comre; provided that the Board will take no action in derogation of or s of upland landowners.	nercial, navigational, recreational or
02. and consistent	Director May Grant Leases . The Director may grant leases f with these rules.	For uses that are in the public interest
	Requests or Inquiries Regarding Navigability. The State over ere navigable in fact at statehood. Information about lakes, river ho is available from the Department.	wns the beds of all lakes, rivers, and s, and streams deemed navigable by ()
Resources, pur	Stream Channel Alteration Permit or Encroachment Permit cant obtaining a stream channel alteration permit if required suant to Title 42, Chapter 38, Idaho Code, or an encroachment p Lake Protection Act, Title 58, Chapter 13, Idaho Code.	by the Idaho Department of Water
05. manner that rec	Submerged Lands Lease Required Upon Notification. All quires a submerged land lease must obtain such a lease from the D	
	Term of Lease, Renewal of Lease . Leases are issued for a termeases may be renewed for additional periods as determined by the uring the present term. Renewals will be processed with a mining	e Department based upon satisfactory

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will not be denied except in the most unusual circumstances or noncompliance with the terms and conditions of the previous lease. A lease application fee is required for leases that are renewed upon expiration. Lease renewals are initiated by the Department.

- Rights Granted. The lease grants only such rights as are specified in the lease. The right to use the 07. navigable waterways for all other purposes that do not interfere with the rights authorized in the lease remains with the state. Waiver of Lease Requirements. The Director may, in his discretion, waive lease requirements for 08. single-family or two-family dock encroachments whose dock surface areas exceed square footages described in Subsections 020.01 through 020.02 of these rules when the additional dock surface area square footage is necessary to gain or maintain access to water of sufficient depth to sustain dock use. 09. Private Moorage at Commercial Marinas. This Subsection does not apply to community docks. a. Private moorage at commercial marinas is allowed as long as the requirements of IDAPA b. 20.03.04.015.03 are met. The sale, lease, or rental of private moorage is not an encumbrance on navigable waterways. All transactions related to private moorage are subject to the submerged lands lease's terms. Acquisition of private moorage must be documented with a disclosure that the transaction does not convey navigable waterways and only conveys the right to use the designated portion of the marina. The Department does not regulate the cost of private moorage or resolve disputes between a marina and private moorage owners. 026. -- 029. (RESERVED) 030. LEASE APPLICATION, FEE, AND PROCEDURE. Fee. The non-refundable lease application fee is four hundred twenty-five dollars (\$425) for new and existing encroachments. Application to Lease and Fee. The lease application and fee must be submitted with the following information, in sufficient detail for the Department to determine an appropriate lease rate:)
 - A completed application form. a.
- A scale drawing of the proposed lease area with plans detailing all intended improvements, including reference to the nearest known property corner(s). An encroachment or stream channel alteration permit may satisfy this requirement.
- Notification of Approval or Denial. The Department will notify the applicant in writing if the lease application is approved or denied, and if any additional requirements will be included.

031. -- 034. (RESERVED)

035. RENTAL.

Rental rates for submerged land leases are set by Board policy, which is available on the Department website at http:/ /www.idl.idaho.gov/.

Standardized Rental Rates. The Board sets standard submerged land lease rental rates for 01. common uses such as commercial marinas, community docks, float homes, restaurants, and retail stores. Rental rates for commercial marinas and other uses that produce revenue for the lessee will commonly be calculated as a

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percenta	age of gro	oss receipts, however, other methods may be used as the Board deems appropriate.	()
		Nonstandard Rental Rates . The Board directs the Department to use a percentage of mark or other methods determined appropriate by the Board, as the submerged lands lease rental encroachments or other uncommon uses.		
036.	036. YEARLY REPORTING.			
	01.	Annual Report. Lessees must provide an annual report to the Department that includes:	()
	a.	A schedule of moorage rental rates, including moorage sizes and types.	()
	b.	The number and size of all public boat and float home moorages.	()
	c.	The number and size of all private boat and float home moorages.	()
	d.	Current proof of insurance as required by the lease.	()
	02.	Failure to Report . Failure to provide the annual report information is a violation of these r	ules.)
037 0	039.	(RESERVED)		
040.	LATE I	PAYMENT.		
01. Late Payment of Rent. Rent not paid by the due date is considered late and will result in following monthly charges.		t in t	he)	
	a.	A late charge of \$25.00 or 1% of the unpaid principal obligation, whichever is greater.	()
	b.	An interest charge of 1% on the unpaid principal obligation.	()
that wil month, to princ	until the l	Late Charge Accrual. The Department will send monthly statements with the outstanding on the account and will continue to accrue late charges and interest each month, or any portoalance is paid in full. All payments will be applied first to accrued interest and late charges, a	ion of	f a
041 0	044.	(RESERVED)		
rates. A propose perform	als may n apprais an apprais an apprais	be used to determine the market value of adjacent uplands for calculating submerged leas al will be conducted by a licensed appraiser selected by the Department, although the application to the Department. The Department will provide appraisal instructions. The appraisal mely manner, and a copy sent to the Department and the applicant. The expense of the appraisal applicant.	ant ma will	ay be
046 0	049.	(RESERVED)		
050.	LEASE	AMENDMENT.		
encroac	01. hment or	Encroachment Amendment . A lease amendment must first be authorized through stream alteration permit or permit amendment, if required.	a lal	ke
manner scope o facilitie	f the leas	Amendment of Existing Lease. Amendment of an existing lease will be processed in the lease application, but no fee will be required. Amendment includes change of use, location see site, but does not include ordinary maintenance, repair or replacement of existing structure.	, size	or

lessee r Departr	nust give nent will so furnisl	Modification of Interior Facilities . If the proposed changes to a facility do not require termit, a lease amendment may still be needed as described in Subsection 050.02 of these rule written notice to the Department at least ten (10) days in advance of making such change determine if a lease amendment is needed due to the proposed changes. When requested, the hone (1) set of as-built plans to the Department within thirty (30) days following comple	es. The es. The e lesse
051	054.	(RESERVED)	
055.	ASSIG	NMENTS, ASSIGNMENT FEE.	
		Assignment of Lease . Leases may be assigned upon approval of the Director provided twith Subsection 025.02 and all other provisions of these rules. The assignor and assignment assignment of the standard assignment form and forward it to any Department office.	
	02.	Assignment Fee. The assignment fee is two hundred dollars (\$200).	(
	03. gned to a nit is assi	Permit Assignment . The encroachment permit/stream alteration permit pertinent to a leas purchaser simultaneously with a lease assignment. A lease assignment will not be approved gned.	
Directo	04. r.	Approval Required for Assignment. An assignment is not valid until it has been approved	by the
056	059.	(RESERVED)	
060.	CANCI	ELLATION AND ADDITIONAL REMEDIES.	
the leas correcti the spec	e to cance ve action cified time	Cancellation of Lease for Violation of Terms. Any violation of the lease by the lessee, incrent or any violation by lessee of any rule now in force or hereafter adopted by the Board may rellation. The Department will provide the lessee with written notification specifying the violation areasonable time to make the correction. If the corrective action is not taken to the Department will notify the lessee of cancellation of the lease no later than thirty (30) day on's effective date.	subject olation within
paymen	02. It by payi	Lease Reinstatement . A lease may be reinstated within ninety (90) days after cancellation for the rental, plus interest, and a reinstatement fee to be determined by the Board.	or non
cancella not be c	ation. The anceled.	Cancellation of Lease for Use Other Than Intended Purpose. A lease not used for the ps granted may be canceled. The Department will notify the lessee in writing of any pre lessee has thirty (30) days to reply in writing to the Department to show cause why the lease Within sixty (60) days, the Department will notify the lessee of the Department's decision in virty (30) days to appeal an adverse decision to the Director.	opose shoul
facilitie	s and imp	Removal of Improvements Upon Cancellation . Upon cancellation, the Director will prove ecific amount of time, not to exceed six (6) months from the date of final notice, to removements. Failure to remove any facilities or structures within such time period established deemed a trespass on navigable waterways.	ve an
		declifed a despass of havigable waterways.	

a.

b.

Civil penalties as determined by the Board and to be collected as additional rent;

The reasonable costs of remedial action undertaken by the Department as a result of the lessee's

	Soverning Leases On State-Owned Navigable Waterways	Proposed (Fee) Rulemaking
failure to	perform a requirement of the lease. These costs will be collected as	additional rent; and
	c. Such other remedies as the Board deems appropriate.	()
061 00	64. (RESERVED)	
065.	BOND.	
navigation Director, water residue the ending favor of include sinclude sin	O1. Bond Requirement Determined by Director. Bond onal, community dock, and nonnavigational leases. The need for who will consider the potential for abandonment of the facility, has ources, the personal and real property of adjacent upland owners are croachment owner that is appurtenant to and supportive of the encrease. O2. Performance Bond. In the event a bond is necessary, the of the state of Idaho and in a format acceptable to the Director betweety, collateral, and letters of credit. The amount of bond is the est irector in consultation with the lease applicant on a case by case be	bond will be at the discretion of the arm to state-owned submerged land and the personal and real property owned archment. (lessee must submit a performance bond ore a lease is issued. Acceptable bonds imated cost of restoration as established.
	may consider the potential for damage to land, to improvements, and	d the cost of structure removal. (
066 07	74. (RESERVED)	
The lesse	OTHER RULES AND LAWS. the must comply with all applicable state, federal, and local rules and acribed in the lease.	laws insofar as they affect the use of the

076. -- 999.

(RESERVED)

PROPOSED RULE COST/BENEFIT ANALYSIS

Section 67-5223(3), Idaho Code, requires the preparation of an economic impact statement for all proposed rules imposing or increasing fees or charges. This cost/benefit analysis, which must be filed with the proposed rule, must include the reasonably estimated costs to the agency to implement the rule and the reasonably estimated costs to be borne by citizens, or the private sector, or both.

Department or Agency: Idaho Department of Lands		
Agency Contact: Eric Wilson P	hone: (208) 334-0261	
Date: August 1, 2022		
IDAPA, Chapter and Title Number and Chapter Name:		
IDAPA 20.03.17, Rules Governing Leases on State-O	wned Submerged Lands and Formerly Submerged Lands	
Fee Rule Status: X Proposed Tem	porary	
Rulemaking Docket Number: 20-0317-2201		

STATEMENT OF ECONOMIC IMPACT:

The proposed rule will not cost more for the department to implement than the existing rules. Until a lease goes through the lease expiration process or an assignment to a new lessee, existing lessees are unaffected. All new applicants would be subject to the new fees. This rule will allow the department to recover the costs associated with reviewing and granting leases and lease assignments over state-owned navigable watersways.

Lease administration is funded by the Navigable Waterways Fund, a state dedicated fund that is self-supporting through program revenue. No taxpayer funds support this program. As a result, the program must try to recoup the cost of each transaction that occurs from the applicants.

Applicants seeking a lease on state-owned navigable waterways would pay an application fee of \$425. A workload analysis was used to estimate the time and cost of reviewing and processing leases. Based on that analysis, \$425 is an appropriate fee. This is an increase over the existing fee of \$150. With an annual average of 29 leases issued over the last five years, this \$275 increase will cost marinas, dock associations, and citizens a total of approximately \$8,000 more per year.

In addition, lessees wanting to assign their leases to a new party would pay a fee of \$200. A workload analysis was used to estimate the time and cost of reviewing and processing lease assignments. Based on that analysis, \$200 is an appropriate fee. This is an increase over the existing fee of \$150. With an annual average of four lease assignments over the last five years, this \$50 increase will cost marinas, dock associations, and citizens a total of approximately \$200 more per year.